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REZONING STUDY OF THE NORTHEAST MISSION INDUSTRIAL ZONE

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PLANNING ISSUES PAPER

City and County of San Francisco
Department of City Planning

November 1991

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INTRODUCTION

The Planning Program for the Mission District will begin with a Rezoning Study of a portion of the district, the area commonly referred to as the "Northeast Mission Industrial Zone" or NEMIZ. The Northeast Industrial Zone of the Mission District is a forty block area generally bounded by the Central Skyway on the north, the James Lick Freeway on the east, Twentieth Street on the south (roughly) and South Van Ness Avenue on the west (roughly).(See the map on the next page.) There is a narrow extension southward along Harrison Street to Twenty-Third, and a narrow extension westward to Valencia Street between Thirteenth and Fourteenth Streets. This study will develop an inventory and assessment of land uses in the M-1 (light industrial) and C-M (heavy commercial) zoning districts of the NEMIZ, and impose or modify land use controls and City policies in order to guide growth and development over the next twenty years.

The rezoning study will take a look at existing land use conditions and address the most pressing problems experienced by businesses, workers and residents. We will also look at ways to protect and facilitate expansion of existing industrial, artisan, business service and neighborhood-serving retail activities and blue and grey collar employment, and ways to preserve housing, and encourage the development of new affordable and market-rate housing. The study will also address a number of urban design and environmental concerns and will facilitate close involvement of residents, employers, workers, property owners and other interested and affected parties in the planning process.

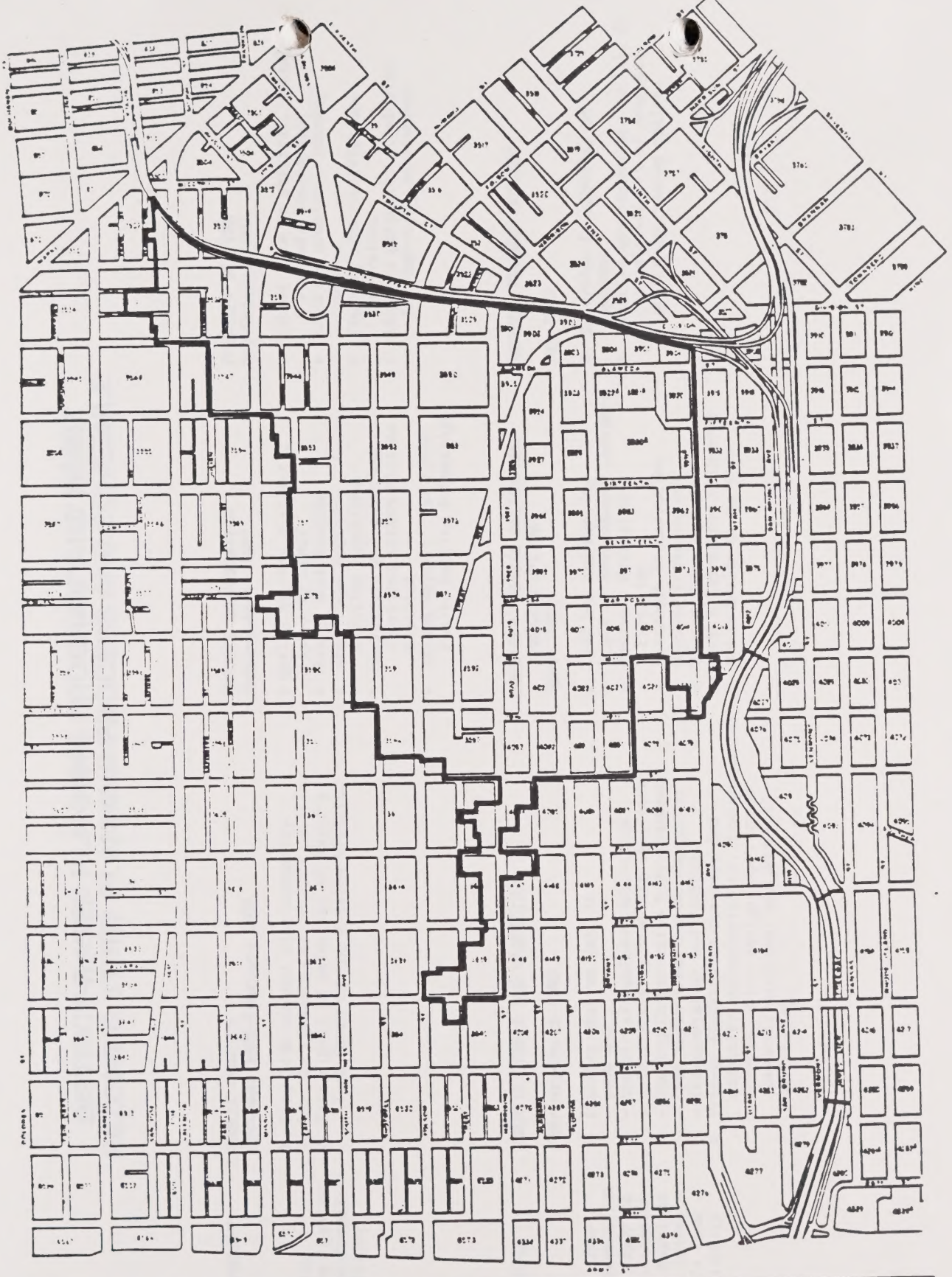
This Planning Issues Paper is an element of our public participation program. This paper is not intended to be a policy document. Rather, it is intended to be an introduction and guide to the planning process for the rezoning study and to basic planning principles. It will also give you an idea of what to look at and think of as you travel around your community in the next few months. This will help you and the Department of City Planning as we begin to formulate planning goals and objectives and new zoning controls. Any policies mentioned in this paper are meant to generally reflect established city-wide policies of the Master Plan or are offered as examples of the types of issues likely to be faced in the NEMIZ. These general policies and examples are <u>not</u> a complete list of applicable city policies and planning priorities. In fact, some of the suggested policies may be in conflict. The next major step in the planning process is to establish policies and set priorities for the study area, which will be compiled into a list of Goals and Objectives and then a Proposal for Citizen Review. This issue paper is offered as a tool for citizens to enable themselves to have better input into the policy making decisions yet to come.

Like any other planning study, the Department will be required to adhere to Section 101.1 of the City Planning Code. On November 1986, San Francisco voters passed Proposition M which established Section 101.1 (Master Plan Consistency And Implementation) of the City Planning Code. This required that after January 1988, the City may not adopt any zoning ordinance unless it meets eight priority planning policies:

(1) That existing neighborhood-serving retail uses be preserved and enhanced and future opportunities for resident employment in and ownership of such businesses enhanced;
(2) That existing housing and neighborhood character be conserved and protected in order to preserve the cultural and economic diversity of our neighborhoods;
(3) That the City's supply of affordable housing be preserved and enhanced;
(4) That commuter traffic not impede Muni transit service or overburden our streets or neighborhood parking;
(5) That a diverse economic base be maintained by protecting our industrial and service sectors from displacement due to commercial office development, and that future opportunities for resident employment and ownership in these sectors be enhanced;
(6) That the City achieve the greatest possible preparedness to protect against injury and loss of life in an earthquake;
(7) That landmarks and historic buildings be preserved; and,
(8) That our parks and open space and their access to sunlight and vistas be protected from development.

The Department hopes this paper will be helpful. We appreciate your interest and thank you for your involvement.

Angelica Chiong, Project Manager 558-6362



NORTHEAST MISSION INDUSTRIAL ZONE

DISTRICT-BASED PLANNING PROGRAM*AND NEMIZ REZONING STUDY PLANNING PROCESS AND SCHEDULE

DISTRICT-BASED PLANNING APPROACH*
November-December 1990

- Establish pilot program
- Designate Mission District
- Establish cross-divisional concept
- Coordinate Implementation/Permit Processing, Planning/Policy Activities

PUBLIC CONTACT
December 1990-February 1991

- Establish contact with community
- Educate community of "Pilot" position
- Participate in selection of Mayor's Task Force on the Mission District

PROJECT ORGANIZATION
January-April 1991

- Define Mission District's sub-area NEMIZ
- Design Work Program
- Begin team approach within existing functions
- Coordinate all planning functions within Mission District
- Attend Mayor's Task Force Public Hearing & Meetings

IDENTIFY SETTING
May-October 1991

- Gather data on physical, social & economic development
- Identify problems, issues, concerns
- Identify opportunities and constraints
- Identify potential strategies for improving environment

SUMMARIZE AND PRESENT FINDINGS

November 1991-January 1992

- Present planning issues paper to the City Planning Commission
- Present planning issues paper to community residents, businesses and workers via public hearings held by the Planning & Zoning Committee of the Mayor's Task Force on the Mission District

IDENTIFY GOALS AND OBJECTIVES

February-March 1992

- Identify what we want in
  - Land Use
  - Industrial/Business Activities
  - Artist activity & artist live/work
  - Housing Conservation & Development
  - Open Space & Recreation Resources
  - Transportation and Parking
- Present findings on business and community characteristics; transportation network; urban design; open space; community services; and physical environment.

IDENTIFY INITIAL POLICY AND PROGRAM OPTIONS
April 1992

- Land Use and Density
- Scale of development (height)
- Business Retention/ Expansion
- Live/work Preservation
- Housing Preservation
- Housing Development
- Park & Recreation Resources
- Urban Design Guidelines

ANALYZE PROGRAM OPTIONS

May 1992

- Determine Feasibility of options
- Identify environmental, social, & economic effects of proposed policy and zoning options

PRESENT FINDINGS
May 1992

- Present findings of Planning Research & Analysis to Planning and Zoning Committee of the Mayor's Task Force on the Mission District

SELECT PREFERRED PROGRAM ALTERNATIVE
June–July 1992

- Work with Planning and Zoning Committee and other interested community groups to discuss planning findings.
- Identify program alternative (level of development) with appropriate land use controls

PREPARE PLAN POLICIES & ZONING
August–September 1992

- Department staff prepares plan policies and zoning controls based on findings and community input

ENVIRONMENTAL ASSESSMENT OF PLAN
September–October 1992

- Department staff prepares an Environmental Impact Report (EIR) on the proposed Plan and Controls

PUBLICATION OF PLAN, CONTROLS & EIR
October 1992

- Department publishes Plan, Controls and EIR and distributes to public for review and comment

PUBLIC REVIEW AND COMMENT PERIOD
November 1992

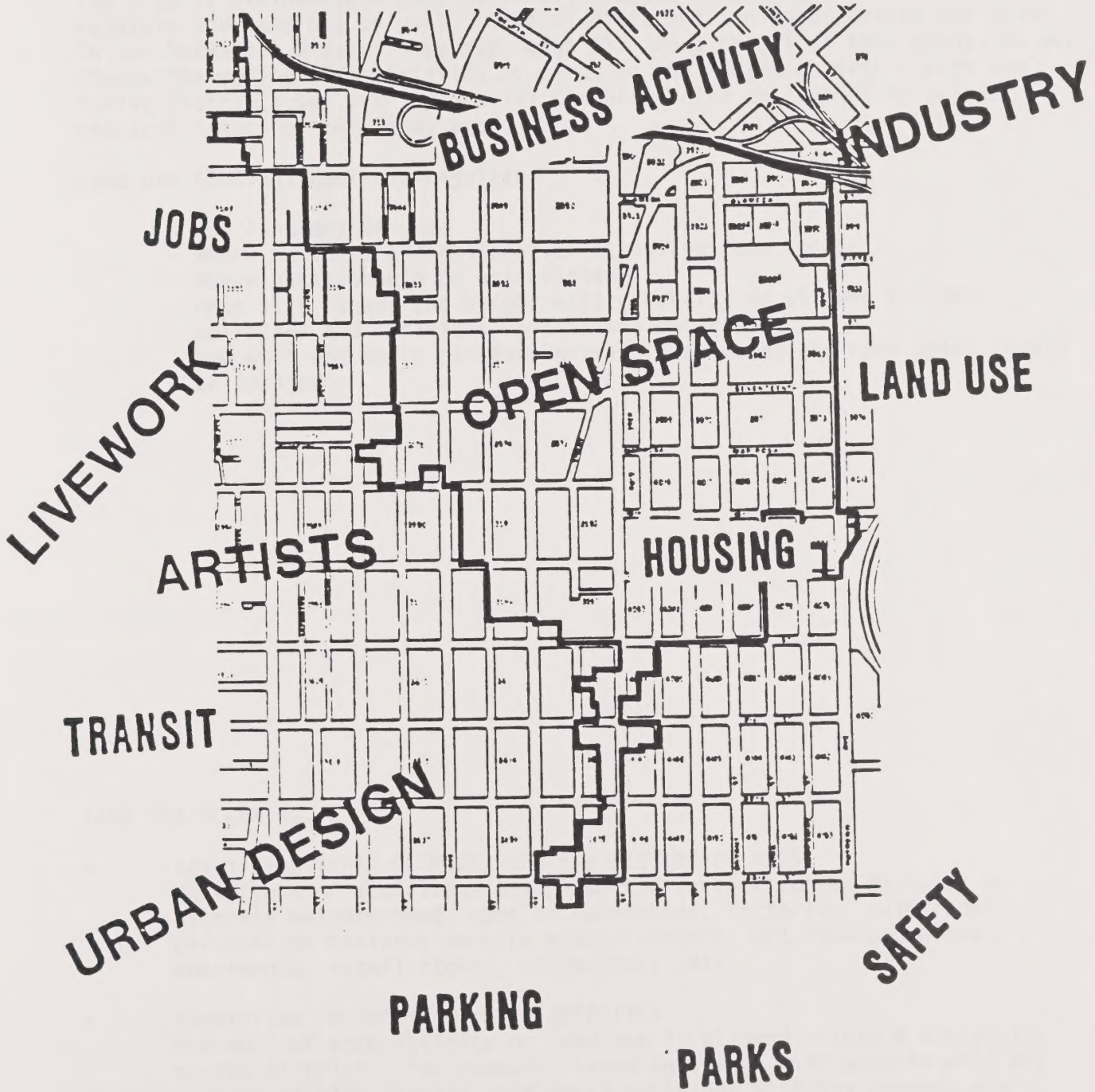
- Planning Commission holds public hearings to receive comments on the Plan, Controls, and EIR

RESPOND TO COMMENTS, REFINE PLAN AND ADOPT CONTROLS
January 1993

- Planning Commission presents response to comments, amendments to Plan, and adopts Zoning Controls
- Commission sends proposed permanent controls to the Board of for public hearing and legislation

*The District-Based Approach has been in process for about a year. This approach includes both Implementation (Permit-Processing) and Planning Policy activities. Some activities listed above are already established and on an on-going basis. The NEMIZ rezoning study is part of this overall program.

PLANNING ISSUES. RESEARCH TOPICS, AND POLICY QUESTIONS



BASIC LAND USE CONCEPTS

BACKGROUND

The City is divided into many different classes of zoning districts, which regulate how land may be used. Several different zoning districts are found in the Northeast Mission (see map, page 8). As a result of this study, we may change the zoning classification of parts of the NEMIZ, or even create new zoning districts (or overlay Special Use Districts) to respond to unique characteristics of the study area.

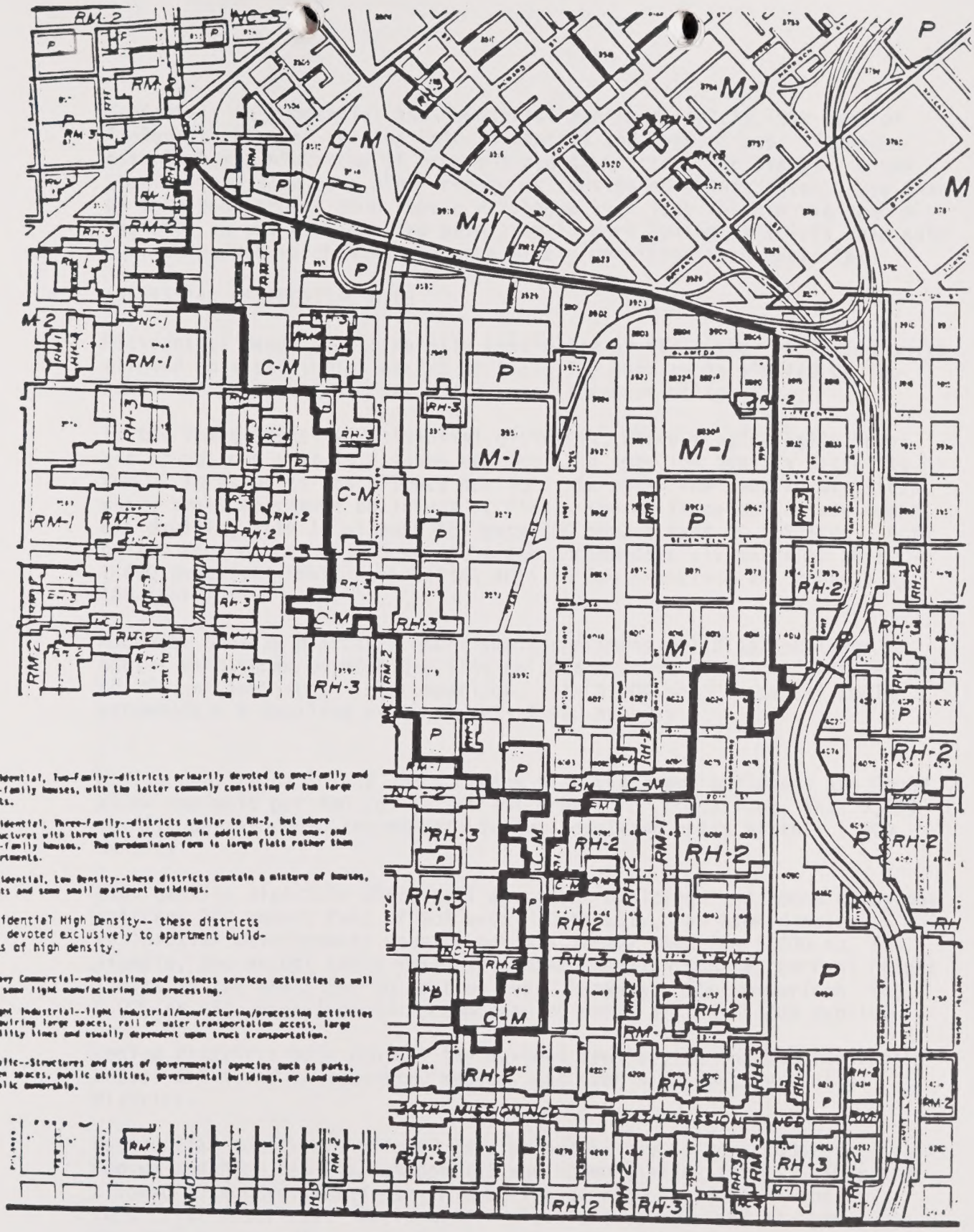
Land Use (Zoning) controls regulate:

- How land may be used
- Where business and residential activities may locate
- Where parks should be established
- What size, shape and height will generally be allowed for new buildings and additions to existing buildings
- How much and where parking, private rear yards and open space should be located

LAND USE PLANNING...

- Identifies TYPES OF USES, and the MIXTURE OF USES:
  What types of activities are permitted in each zoning district or discrete neighborhood, such as warehouses, factories, auto repair, personal or business service establishments, art studios, houses, apartments, retail stores, restaurants, etc.

- Identifies INTENSITY OF USES (DENSITY)
  How much of each activity or land use is allowed within a particular zoning district. For example, large buildings with many tenants are considered high density, and small buildings with few tenants are considered low density.



RH-2: Residential, Two-Family--districts primarily devoted to one-family and two-family houses, with the latter commonly consisting of two large flats.

RH-3: Residential, Three-Family--districts similar to RH-2, but where structures with three units are common in addition to the one- and two-family houses. The predominant form is large flats rather than apartments.

RH-1: Residential, Low Density--these districts contain a mixture of houses, flats and some small apartment buildings.

RH-4 Residential High Density-- these districts are devoted exclusively to apartment buildings of high density.

C-M: Heavy Commercial--wholesaling and business services activities as well as some light manufacturing and processing.

M-1: Light Industrial--light industrial/manufacturing/processing activities requiring large spaces, rail or water transportation access, large utility lines and usually dependent upon truck transportation.

P: Public--Structures and uses of governmental agencies such as parks, open spaces, public utilities, governmental buildings, or land under public ownership.

NORTHEAST MISSION INDUSTRIAL ZONE
ZONING DISTRICTS

Especially in commercial and industrial zoning districts, the idea of "intensity of use" relates both to density and type of use. Zoning establishes a hierarchy of uses and use districts. For example, a gas station that also does minor repair is considered a less intense use than an auto body repair shop, and a warehouse is a less intense use than a factory, so gas stations are permitted in more zoning districts than auto body shops and warehouses are more widely permitted than factories.

- Identifies RESIDENTIAL USES

Residential density is generally controlled by the number of living units allowed on a particular parcel or lot. The density is limited by the number of units allowed per lot or per increment of lot area.

In the lowest density residential districts, where single-family homes are found, one unit is allowed per lot. In some low density districts, two or three units are allowed per lot. In other low density districts, where small apartment buildings or flats (two or three units) are found, one dwelling unit is allowed for each 800 square feet of lot area. A 50 by 100 foot parcel (5,000 sq. ft.) can accommodate six units at this 1:800 density. (Most residential lots in San Francisco are only 25 by 100 feet.)

Moderate density districts where small apartment buildings or large houses with three or more dwelling units are found allow one unit per 600 sq. ft. of lot area. For comparison, this 5,000 sq. ft. parcel could accommodate 8 dwelling units at this 1:600 density.

Medium density districts where medium size apartment buildings are found allow one unit per 400 sq. ft. of lot area. For comparison, this 5,000 sq. ft. parcel could accommodate twelve dwelling units at this 1:400 density.

High density districts where tall apartment buildings are found allow one unit per 200 square feet of lot area. Generally, new high density residential developments require parcels larger than the 5,000 sq. ft. example, and except for a small area near Franklin Square, current height limits in the NEMIZ are 50 feet or less. However, for comparison, the 5,000 sq. ft. parcel could accommodate 25 units at this 1:200 density.

Zoning districts only control the maximum density, so one-and-two-family houses are found in moderate, medium, and even high density zoning districts.

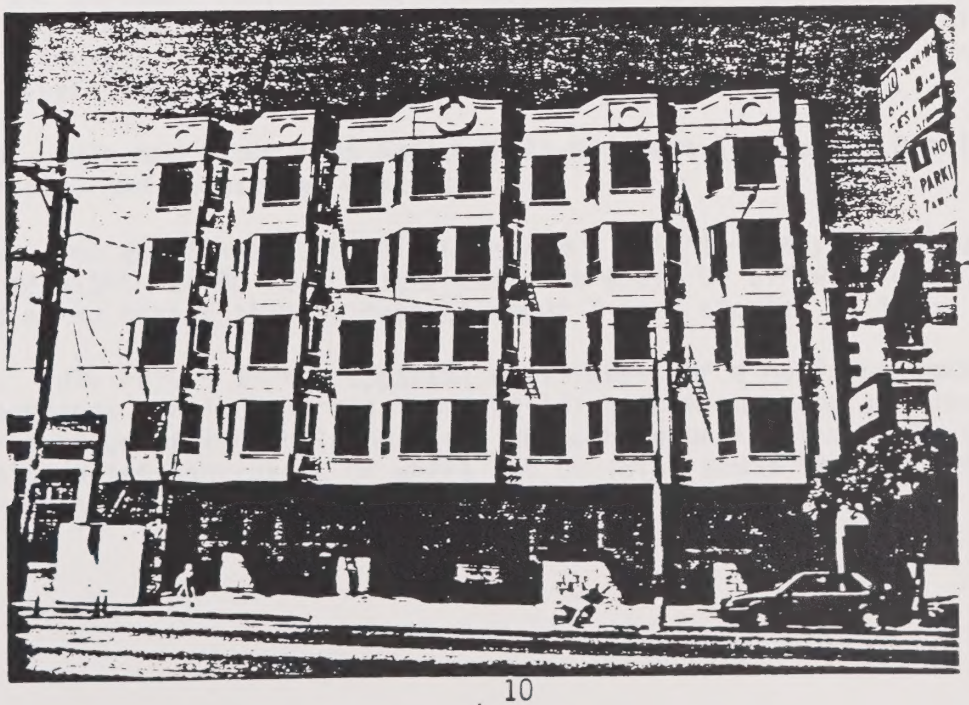
Residential hotels are allowed as a principal use in most moderate, medium and high density residential and commercial districts. They are allowed as a conditional use in some low density residential and industrial districts. Residential hotels are categorized as "group housing" and are allowed higher densities than other types of housing. Within some portions of the NEMIZ, densities of up to one unit per 70 feet of lot area could be allowed for new residential hotel developments, while in other portions the maximum group housing density is 1:275.



low density



moderate density



medium to high density

A 5,000 sq. ft. parcel may not be able to accommodate a residential hotel with the associated on-site parking and rear yard requirements; however, for comparison, this sized parcel would be allowed up to 71 bedrooms or hotel rooms at this maximum "group housing" density of 1:70.

- Identifies and Discourages NON-COMPATIBLE USES
  Certain business or residential activities may not combine well within a particular zoning district or neighborhood. For example, it may not be a good idea to build a new factory next to a playground, or to build new housing among existing factories. In some cases, certain activities may need to be limited in number. Zoning controls can prohibit certain incompatible uses or can limit the number or amount of uses which may be disruptive when there are too many such uses within a certain district or neighborhood or when they are too big (e.g. bars, restaurants, institutions, etc).

- Identifies and Encourages NEW USES OR ACTIVITIES
  Certain neighborhoods may lack essential neighborhood-serving retail activities and services such as laundromats, grocery stores, banks, hardware stores, postal services, health clinics and other social service providers. Planning policies can encourage (but cannot require) these types of uses to be located within a particular neighborhood or district and zoning controls can facilitate their development. Planning policies can encourage city agencies to assist small businesses to locate in appropriate areas.

- Maintains and Strengthens EXISTING BENEFICIAL USES
  Certain existing uses and mixture of uses are beneficial to the neighborhood and city. The planning process can identify which existing uses are beneficial to the neighborhood and city. The planning process can identify which existing uses are beneficial, which are healthy and are expected to remain, which are experiencing problems and are vulnerable to displacement, and which should be strengthened and maintained. Planning policies and zoning controls can facilitate the protection and maintenance of these uses. Examples of beneficial uses include residential activities, artists' live/work activities, business and personal services activities, retail and light manufacturing activities, parks, schools, social service activities, parking, etc. Any activity - even jobs, housing or recreation - may not be considered beneficial if it is not located in an appropriate place.

Height, Bulk And Floor Area Ratio (FAR) Are Ways To Control Density In Commercial And Industrial Districts.

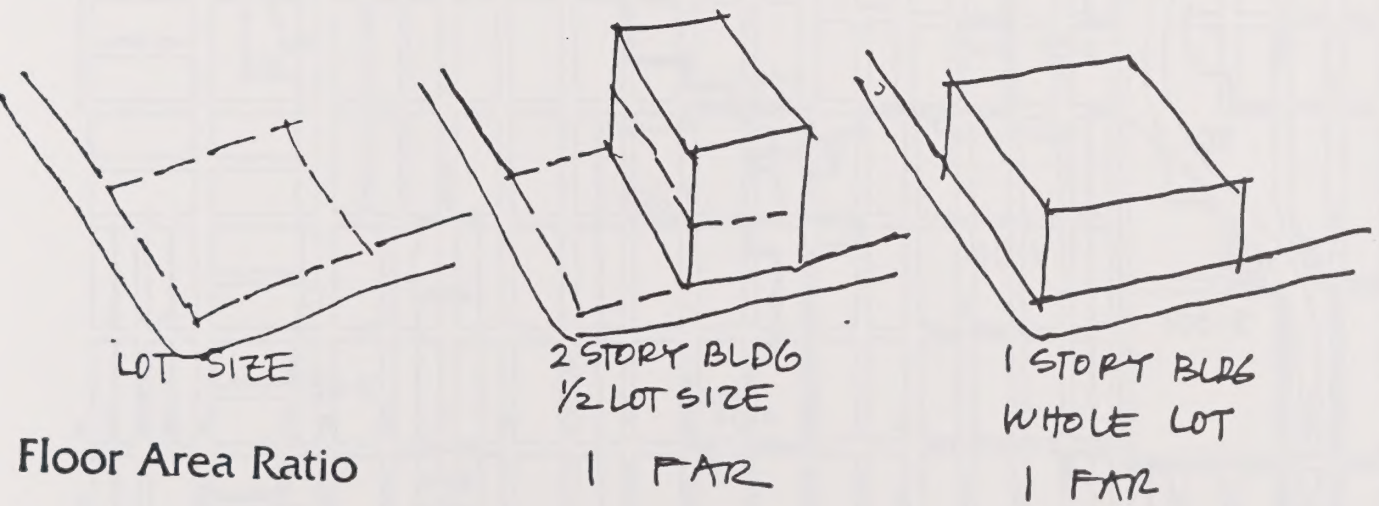
Height. Height limits control the maximum height of any building. A property located within an 80 foot height district would be allowed construction of a building no higher than 80 feet or about 7 or 8 stories tall.

Bulk. Bulk refers to the apparent massiveness of a building compared to its surroundings. Bulk controls limit building form and mass and usually require the reduction of the building mass, through setbacks at certain levels, as building height increases or where the building abuts smaller, adjacent structures.

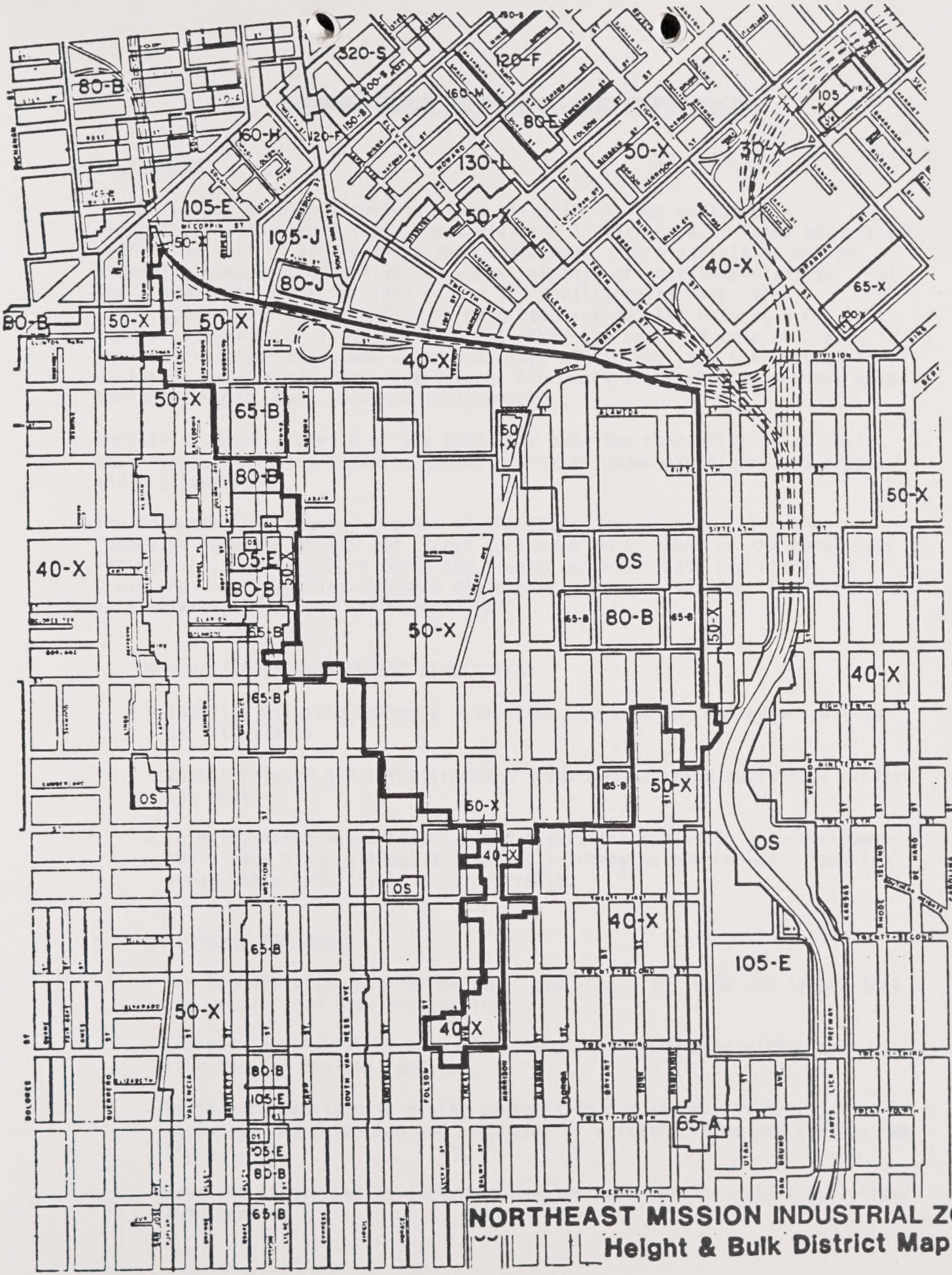
Floor Area Ratio (FAR). Floor Area Ratio is a means of controlling the maximum amount of development or building area allowed per lot. (This kind of density control is most similar to the residential density control.) The Floor Area Ratio identifies the ratio of building area allowed (measured in square feet of floor area) in relation to the lot area. A FAR of 1 to 1 (1:1) would allow a one-story building to be built with full lot coverage. Or, it would allow a two-story building to be built on one-half the lot area, with the other half remaining as open or parking space. A two-story building on one-half the lot or a five story building on one-fifth the lot area would both constitute a FAR of 1:1.

Present FAR controls on industrially-zoned lands within the Northeast Mission (M-1: light industrial) allow a 5:1 commercial density. This means that the total floor area of a commercial or industrial building may be five times the area of the lot. For example, a building that covers the entire lot is allowed to be about five stories tall.
The Floor Area Ratio limits within the Northeast Mission area vary with the commercial zoning districts and are listed below.

Zoning District	FAR Limit
C-M	9 to 1
M-1	5 to 1



Floor Area Ratio



NORTHEAST MISSION INDUSTRIAL ZONE
Height & Bulk District Map

BUSINESS/JOB RETENTION AND EXPANSION

BACKGROUND

The Northeast Mission Industrial Zone historically has contained a concentration of larger-scale commercial and industrial activities associated with "blue collar" and "gray collar" employment. Such activities are an essential component of a diverse economy capable of sustained vitality. Yet for a number of years, as land prices and housing costs have risen, large-scale, blue collar employees have been leaving San Francisco for less expensive regions of the Bay Area. The NEMIZ had retained some of these businesses longer than some other districts within the city's traditional east-side industrial areas, but several big employers recently left the area, including Koret, Best Foods and Kilpatricks.

Another economic strength of the NEMIZ has been the concentration of small businesses, including business support services, communications, and trades and craftspeople.

The Commerce and Industry Element of the city's Master Plan calls for "managing economic growth and change to ensure enhancement of the total city environment, maintaining a sound and diverse economic base and fiscal structure, and providing expanded employment opportunities for city residents, particularly those that are unemployed."

- BUSINESS PRESERVATION AND DEVELOPMENT

  - Identify existing business activities, tenants and employment within the study area.

  - Identify space and infrastructure needs and existing businesses within the area.

  - Identify areas where business and industrial expansion and development could take place without disrupting existing neighborhoods. Identify areas where industry is more desirable.

- EMPLOYMENT EXPANSION

  - Map the new state Enterprise Zone, and assess any land use impact that may result from this designation.

  - Identify generally the economic role of the study area within a citywide and regional context.

  - Explore flexibility in zoning controls in C-M and M-1 districts to encourage the retention and expansion of existing firms and attract new firms.

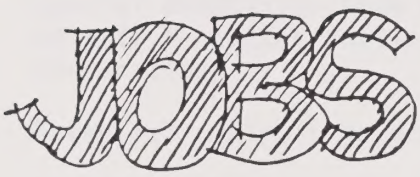
  - Identify strategies to encourage neighborhood-serving retail activities and services.

- Identify the future demand for space based on various characteristics (location, size, quality, accessibility) within the study area.

- Identify potential locations of and uses for buffer zones that would be compatible with business and industry, in order to minimize future conflicts for existing expanded or new businesses.

- POLICY QUESTIONS

  - What facilities, areas or parcels would be appropriate for new or expanded business and industry?
  - Which businesses are likely to remain in the study area?
  - What public policies and local land use controls could be developed to facilitate business and job retention and expansion?
  - How can business needs be balanced with the needs for other beneficial uses without detracting from retention and expansion of employees?





ECONOMIC GROWTH

WAGES

HOUSING/RESIDENTIAL LIVABILITY

BACKGROUND

San Francisco needs more housing, especially affordable housing. There are a number of Master Plan and City policies that recognize this need and promote solutions, including the policies relating to preservation of housing and neighborhood character approved by the voters as Proposition M in 1986. These policies, however, also recognize that not every area is appropriate for housing, and new housing is not desirable in every neighborhood. The planning analysis will identify areas which may be appropriate for housing.

PLANNING ISSUES, RESEARCH TOPICS AND POLICY QUESTIONS

- HOUSING PRESERVATION

  - Identify areas where housing may be made a principal use rather than a conditional use.

  - Investigate the desirability and feasibility of prohibiting, in mixed use areas, the conversion of residential units to non-residential use without special permission from the Planning Commission, which could be granted only if a greater public purpose would be served by the proposed conversion.

  - Establish controls to preserve and enhance affordable housing.

  - Identify potential locations of and uses for "buffer zones" around residential areas that would enhance and be compatible with residential use. Buffer zones might include wide streets, public open space, neighborhood commercial uses or mixed-use projects that include housing.

- HOUSING DEVELOPMENT

  - Identify where new housing development could take place without disrupting existing neighborhoods. Identify housing opportunity sites; "in-fill" sites, such as vacant land or parking lots, and large sites appropriate for mixed use developments. Identify areas where housing is more desirable.

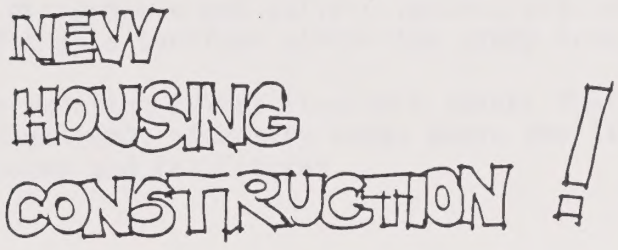
  - Establish density standards for new residential development. Establish parking and open space/rear yard standards.

  - Consider additional policies for special sized or shaped lots and housing designs. Design controls to facilitate household diversity and affordability.

  - Recommend building design guidelines to facilitate safety, security, privacy, quiet, and energy conservation.

- POLICY QUESTIONS

  - What kind of "in-fill" housing would be appropriate for the Northeast Mission area?
  - What areas and/or parcels would be appropriate for new housing?
  - What density would be appropriate for the different areas?
    - low density in the neighborhoods?
    - medium density where there are vacant lots among apartment buildings?
    - high density near transit stations or where there are other residential towers?
    - What public policies and local land use controls could be developed to facilitate the construction and retention of housing, particularly affordable housing?
  - How can housing needs be balanced with the needs for other beneficial uses without detracting from residential quality?





ARTS ACTIVITY RETENTION AND EXPANSION

BACKGROUND

The NEMIZ is host to a large number of arts organizations and individual artists' studios, live/work units and exhibition spaces. Some of these arts activities have long existed in this industrial area, and more artists have been attracted to the area in recent times as the departure of existing, traditional industries has made available suitable, affordable space and as rising rents have driven artists out of other areas in the city. An Arts Element was recently added to the Master Plan, which recognizes the important role of the arts and cultural activities in the city's economic and cultural life.

ARTS PRESERVATION

- Identify existing arts activities, including live/work, rehearsal spaces, performance and gallery spaces, arts education projects and non-profit arts services within the study area.

- Identify existing artist live/work spaces that should be maintained and/or legalized. Identify areas where new live/work space can be accommodated and facilitated.

ARTS EXPANSION

- Identify areas where new and expanded cultural activities, particularly semi-public places such as theaters and exhibition galleries, could best be located. Identify areas where active cultural facilities are less desirable.

- Identify space and infrastructure needs of existing arts organizations and activities within the area, including live/work spaces.

- Identify generally the economic role of the arts in the study area.

- Identify the future demand for space based on various characteristics (location, size, price, quality, accessibility)within the study area.

POLICY QUESTIONS

- What facilities, areas or parcels would be appropriate for new or expanded live/work or arts presenting activities?
- Where are the major audiences of these arts activities?
- Which arts activities are likely to remain in the study area? Of those not expected to remain, why would they leave and where would they go?
- What public policies and local land use controls could be developed to facilitate arts activities in the area?
- How can artists' needs be balanced with the needs for other beneficial uses without detracting from arts activities?

TRANSPORTATION

BACKGROUND

An effective transportation system is necessary to support and guide development. Industrial areas in particular have special transportation needs. The NEMIZ is served by several transportation systems, including the freeway and railroad tracks as well as different-sized surface roads. The challenge is to improve any deficient transportation services, coordinate these different modes of travel, and balance the costs of an efficient, integrated transportation system against other objectives and policies for the area.

- CIRCULATION AND ACCESSIBILITY

  - Identify vehicle and pedestrian circulation systems, roadway and sidewalk capacities and evaluate these against existing and proposed needs.

  - Identify and project changes over time based on local land use policies, as well as cyclical changes such as time of day. Recommend improvements which would eliminate points of conflict or congestion, when necessary.

- TRANSIT SERVICE AND FACILITIES

  - Identify and evaluate existing public transit service and routes.

  - Identify residents' and workers' transit needs and, working with MUNI, recommend service and facility improvements to accommodate present and anticipated demand.

  - Promote public transportation service for new housing and employment.

- PEDESTRIAN NETWORKS

  - Identify and evaluate the existing pedestrian circulation network.

  - Establish a pedestrian circulation plan, where necessary, and develop a program to implement the plan.

- PARKING AND FREIGHT LOADING

  - Identify existing parking resources and deficiences.

  - Identify existing and anticipated future parking demand of businesses and residents.

  - Recommend strategies and approaches which would help provide adequate parking resources, make maximum use of the resources provided, and which would help divert motorists to transit service.

- FREEWAYS

  - Evaluate existing freeway access in relation to both existing and projected changes in residential, industrial and other uses in the NEMIZ. Identify ways to improve freeway access, if necessary.

- RAIL SERVICE

  - Identify and evaluate existing rail facilities within the study area.

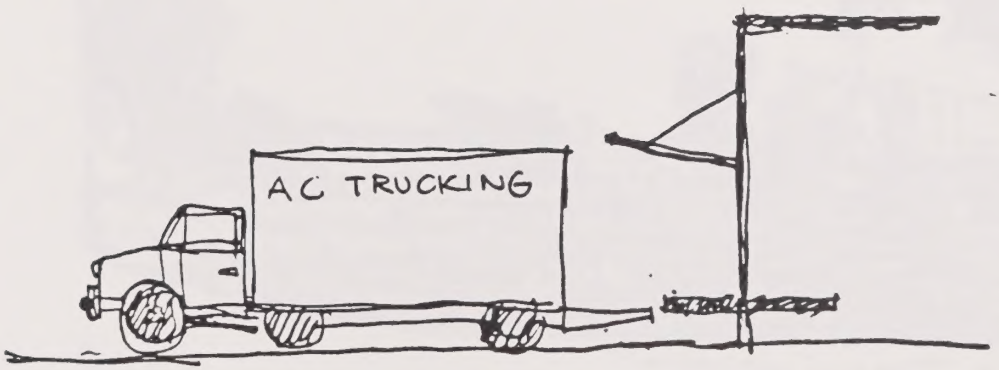
  - Identify areas where rail facilities might be maintained as well as areas where rail tracks might be removed, and consider opportunities created by vacated railroad rights-of-way.

- COORDINATION

  - Coordinate transportation planning with improvements and changes resulting from the gradual development of Mission Bay, especially along 16th Street.

  - Work with other agencies to ensure that plans for different modes of transportation are integrated.

  - Identify potential conflicts between the transportation needs of different types of users (e.g. businesses' needs for supplies versus residents' needs for quiet streets), and find solutions that minimize conflict.



OPEN SPACE/RECREATION FACILITIES

BACKGROUND

Open space and recreational facilities range from protected natural areas to heavily used, paved sports courts, all of which help make a city livable. In San Francisco, we try to link parks and recreational facilities to the residents who use them. Each area is considered to have an open space "need" based on the access needs and numbers of residents of the area. Open space, like transportation but unlike most other planning issues, can be more complicated because it involves obtaining and maintaining public facilities rather than regulating private property.

- OPEN SPACE/RECREATION FACILITIES

  - Identify open space and recreation facility needs and desirable resources of residents and workers.

  - Identify potential sites for additional open space and recreation resources and means to improve existing facilities; propose design guidelines.
    - parks and mini-parks
    - childrens' play areas
    - green spaces/landscaped areas
    - community gardens
    - street trees
    - indoor facilities



- POLICY QUESTIONS

  - How much more open space is needed within the Northeast Mission area?
  - What type of open space would people like to have available in their neighborhood?
  - How could additional open space resources be created or acquired?
  - How far would people be willing to walk to an open space or recreating site?
  - How can existing open space and recreation facilities be improved?

PHYSICAL FORM/URBAN DESIGN

BACKGROUND

The specific design of individual structures is architecture. Urban design, working at a larger scale, is concerned with the design relationships between groups of buildings, streets, other built structures and natural forms, and the ways each of these individual features contributes to the total built environment.

PHYSICAL FORM/URBAN DESIGN

- Identify appropriate SIZE AND FORM OF BUILDINGS (SCALE)

- Identify appropriate ARCHITECTURAL CHARACTER AND STYLE for new buildings within the area. Recommend design guidelines for building materials, color, setbacks, and compatibility with nearby landmark buildings.

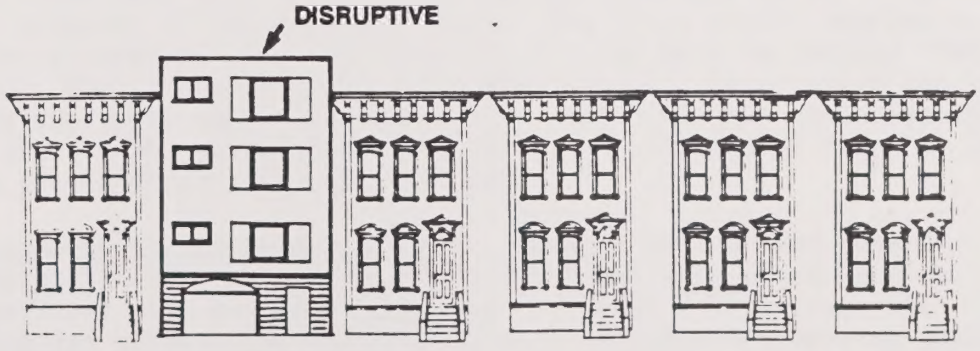
- Establish design guidelines for Street Identity and Image (Streetscape) for future landscaping, street lighting, street and sidewalk furniture, pedestrian-interest activities on street frontage, and pedestrian networks.

- Establish design guidelines for overall cityform/skyline, sun exposure and wind protection at pedestrian levels, and preserving significant "public view corridors" (views of downtown to the northeast or of Potrero Hill, Bernal Heights, Diamond Heights, etc.).

- Establish design guidelines for signs, billboards and other information/directional aids.

- Consider the impact of design guidelines on public safety issues; promote opportunities for design standards, such as street lighting and maintenance, to enhance safety.

- Allow creative solutions to unusual opportunities presented by large or oddly shaped lots, mixed-use development or other atypical uses or development.



COMMUNITY PARTICIPATION PROGRAM

Mayor Art Agnos has formed the Mayor's Task Force on the Mission District (MTFM). The MTFM and other citizen groups and city agencies are studying issues beyond the scope of the NEMIZ and this physical planning effort, such as crime and safety, education, health, racial and ethnic issues, etc. The planning study will coordinate with and reflect the impacts of those other efforts to the extent feasible and appropriate. Ultimately, however, the NEMIZ study will likely lead to adoption of a formal Element of the Master Plan independent of those other efforts.

The Department of City Planning will work with the MTFM as our primary forum for public participation in the early stages of the NEMIZ rezoning study. The Department has participated in MTFM meetings and is actively involved with the Task Force's Planning and Zoning Committee. This Committee encourages the active involvement of a broad spectrum of residents, merchants and other persons interested in the Northeast Mission Industrial Zone. Through the Committee, we can begin the process of public participation in the planning process. There will be other public meetings and hearings during the planning process, including City Planning Commission hearings scheduled to begin in November, 1992. The Department's goal is to involve citizens in all phases of the rezoning study including the gathering of data on existing conditions in the area's industrial and residential areas, the formulation of planning goals and objectives, and the development of implementation strategies.

PUBLIC PARTICIPATION

The most critical component of public participation is outreach. Outreach will be continuous throughout the life of the study. The Department will work closely with the Planning and Zoning Committee to insure the adequacy of outreach efforts. We encourage your participation or close contact with that group. The following methodology will insure participation by all segments of the community.

A. Public Hearings. The Department, in conjunction with the MTFM Planning and Zoning Committee, will hold public hearings with organizations and groups interested in or affiliated with the NEMIZ. The Department will be at these hearings and apprise participants on the progress of the rezoning study. The first public hearing to receive comments from the community will be held in January 1992. Later, formal presentations with findings will be arranged and are expected to be completed in May 1992. Although the presentations will be ongoing throughout the study period, by the end of March at least one presentation will have been made.

B. Announcements and Media Coverage. Meeting notices and general information will be mailed out to all known interested parties. (The Department will maintain a mailing list that will include the addresses of everyone who asks to receive notices.) Meeting notices will be posted throughout the community and delivered to organizations and agencies where people congregate. Articles on the rezoning study will be placed in the community newspapers throughout the life of the study.

C. Networking. Department staff will encourage groups and individuals involved in the study to reach out to their constituency or peer groups to inform them of the status of study activities and to seek their additional participation or comments and concerns.

D. Referrals. Groups and individuals involved in the rezoning study can refer other interested parties to the Department for follow-up information. Angelica Chiong, Project Manager, will be pleased to answer any questions or respond to any concerns about the study.

MEETING FORMAT

The Department will use the Planning and Zoning Committee of the Mayor's Task Force on the Mission District as a forum to establish broad policy goals and objectives, and review possible implementation strategies. Responding to this input, the Department will propose long range policies and zoning controls and will publish a draft Plan for citizen review.

Throughout the study, the Department will host small working groups to research possible strategies to particular problems -- business retention/economic development, housing, live/work, open space, transportation, etc. The smaller working groups will consist of Department staff, technical advisors and interested members of the community. The task of the working groups will be to identify issues and concerns, review data and possible strategies, recommend planning goals and objectives to the Planning and Zoning Committee, the Department, and other applicable city agencies. These working groups will report regularly to the Planning and Zoning Committees which will meet monthly or bi-monthly. The working groups will be organized around the following study areas:

Economic Activity--job and small business retention and expansion,
Arts Activities and Artist Live/work spaces -- retention, new development
Housing--preservation, affordability and new development
Open Space--parks and recreation activities
Transportation--transit, parking, pedestrian networks
Urban Design--scale of development, historic preservation, landscaping

Persons who attend the Planning and Zoning Committee and wish to be on the mailing list will be notified of the time, date, and location of the working group meetings. The meetings are open to all interested parties. Department staff will make special efforts to insure the full participation of all those attending the meetings and to insure balanced community representation at the meetings.



EXISTING MASTER PLAN POLICIES

The city's Master Plan is mandated by the state and adopted by the City Planning Commission to guide and protect the character and stability of residential, commercial and industrial areas within the city and to promote orderly and beneficial development. Policies in the Master Plan relating to Mission District's business activities, housing resources, residential activity, arts activity, and environmental conditions will follow.

COMMERCE AND INDUSTRY ELEMENT

General

Objective One:

Policy One - Encourage development which provides substantial net benefits and minimizes undesirable consequences. Discourage development which has substantial undesirable consequences that cannot be mitigated.

Policy Two - Assure that all commercial and industrial uses meet minimum, reasonable performance standards.

Objective Two: Maintain and enhance a sound and diverse economic base and fiscal structure for the city.

Policy One - Seek to retain existing commercial and industrial activity and to attract new such activity to the city.

Policy Three - Maintain a favorable social and cultural climate in the city in order to enhance its attractiveness as a firm location.

Objective Three: Provide expanded employment opportunities for city residents, particularly the unemployed and economically disadvantaged.

Policy One - Promote the attraction, retention and expansion of commercial and industrial firms which provide employment improvement opportunities for unskilled and semi-skilled workers.

Policy Two - Promote measures designed to increase the number of San Francisco jobs held by San Francisco residents.

Policy Three - Emphasize job training and retraining programs that will impart skills necessary for participation in the San Francisco labor market.

Policy Four - Assist newly emerging economic activities.

Industry

Objective Four: Improve the viability of existing industry in the city and the attractiveness of the city as a location for new industry.

- Policy One - Maintain and enhance a favorable business climate in the city.
- Policy Two - Promote and attract those economic activities with potential benefit to the city.
- Policy Three - Avoid public actions that displace existing viable industrial firms.
- Policy Four - When displacement does occur, attempt to relocate desired firms within the city.
- Policy Five - Avoid encroachment of incompatible land uses on viable industrial activity.
- Policy Six - Assist in the provision of available land for site expansion.
- Policy Seven - Improve public and private transportation to and from industrial areas.
- Policy Eight - Provide for the adequate security of employees and property.
- Policy Ten - Enhance the working environment within industrial areas.
- Policy Eleven- Maintain an adequate supply of space appropriate to the needs of incubator industries.

Neighborhood Commerce

- Policy Five - Discourage the creation of major new commercial areas except in conjunction with new supportive residential development and transportation capacity.
- Policy Seven - Promote high quality urban design on commercial streets.
- Policy Nine - Regulate uses so that traffic impacts and parking problems are minimized.
- Policy Ten - Promote neighborhood commercial revitalization, including community-based and other economic development efforts where feasible.

RESIDENCE ELEMENT

Housing

Objective One: To provide new housing, especially permanently affordable housing, in appropriate locations which meets identified housing needs and takes into account the demand for affordable housing created by employment growth.

- Policy One - Promote development of permanently affordable housing on surplus, underused and vacant public lands.
- Policy Two - Facilitate the conversion of underused industrial and commercial areas to residential use, giving preference to permanently affordable housing uses.
- Policy Three - Create incentives for the inclusion of housing, including permanently affordable housing in commercial developments.
- Policy Four - Locate infill housing on appropriate sites in established neighborhoods.
- Policy Five - Allow new secondary units in areas where their effects can be dealt with and there is neighborhood support, especially if that housing is made permanently affordable to lower income households.
- Policy Six - Discourage development of new housing in areas unsuitable for residential occupancy, or on sites containing existing housing worthy of retention.

Objective Two: To increase the supply of housing without overcrowding or adversely affecting the prevailing character of existing neighborhoods.

- Policy One - Set allowable densities in established residential areas at levels which will promote compatibility with prevailing neighborhood scale and character.
- Policy Two - Encourage higher residential density in areas adjacent to downtown, in underutilized commercial and industrial areas proposed for conversion to housing, and in neighborhood commercial districts where higher density will not have harmful effects, especially if the higher density provides a significant number of units that are permanently affordable to lower income households.
- Policy Three - Allow flexibility in the number and size of units within permitted volumes of larger multi-unit structures, especially if the flexibility results in creation of a significant number of dwelling units that are permanently affordable to lower income households.

Policy Four - Adopt specific zoning districts which conform to a generalized residential land use and density plan and the Master Plan.

Objective Three: To retain the existing supply of housing.

Policy One - Discourage the demolition of sound existing housing.

Policy Two - Control the merger of residential units.

Policy Three - Consider legalization of existing illegal secondary units where there is neighborhood support and the units can conform to minimum Code standards of safety and livability and the permanent affordability of the units is assured.

Policy Four - Restrict the conversion of rental housing to condominiums or other forms of tenure or occupancy.

Policy Six - Restrict the conversion of housing in commercial and industrial areas.

Policy Seven - Preserve the existing stock of residential hotels.

Objective Five: To maintain and improve the physical condition of housing while maintaining existing affordability levels.

Policy One - Assure that existing housing is maintained in decent, safe sanitary condition at existing affordability levels.

Policy Two - Promote and support voluntary housing rehabilitation which does not result in the displacement of lower income occupants.

Policy Three - Assure correction of serious continuing code violations and loss of housing.

Policy Five - Preserve landmark and historic residential buildings.

Affordability

Objective Six:

Policy Two - Expand affordable housing capacities of community based non-profit organizations.

Policy Four - Create greater public awareness of the affordable housing problem and support for affordable housing.

Objective Seven: To increase land and improve building resources for permanently affordable housing.

Policy One - Create more housing opportunity sites for permanently affordable housing.

Policy Two - Include affordable units in larger housing projects.

Policy Three - Grant density bonuses for construction of affordable or senior housing.

Policy Four - Promote more economical housing construction to achieve affordable housing.

Policy Five - Encourage energy efficiency in new residential development and weatherization in existing housing to reduce overall housing costs.

Policy Six - Encourage industrialized housing production techniques where such techniques result in compatible quality of design at lower cost.

Policy Seven - Allow construction of unconventional housing types that reduce cost, if quality can be maintained.

Objective Eight: To expand financial resources for permanently affordable housing.

Objective Ten: To protect the existing affordability of housing.

Policy Three - Ensure equal access to, protection for, and affirmative marketing of affordable housing.

Objective Eleven: To achieve affordability through various forms of ownership.

Neighborhood Environment

Objective Twelve: To provide a quality living environment.

Policy One - Assure housing is provided with adequate public improvements, services and amenities.

Policy Two - Allow appropriate neighborhood-serving commercial activities in residential areas.

Policy Three - Minimize disruption caused by expansion of institutions into residential areas.

Policy Four - Promote construction of well designed housing that conserves existing neighborhood character.

Policy Five - Relate land use controls to the appropriate scale for new and existing residential areas.

Policy Six - Modify proposed developments which have substantial adverse environmental impacts or otherwise conflict with the Master Plan.

Accessibility

Objective 13: To provide maximum housing choice.

- Policy One - Prevent housing discrimination based on age, race, religion, sex, sexual preference, marital status, ancestry, national origin, color, disability, health (AIDS/ARC), source or amount of income, citizenship or employment status as a family day care provider.
- Policy Two - Promote adaptability and maximum accessibility of residential dwellings for disabled occupants.
- Policy Three - Increase the availability of units suitable for special user groups with special housing needs including large families, the elderly, and the homeless.
- Policy Four - Eliminate discrimination against households with children.
- Policy Five - Encourage economic integration in housing by ensuring that new permanently affordable housing is located in all of the City's neighborhoods, and by requiring that all new large market rate residential development includes affordable units.
- Policy Six - Provide adequate rental housing opportunities.
- Policy Seven - Expand opportunities for home ownership without significantly diminishing the supply of rental housing.
- Policy Eight - Amend regulations relating to group housing to ensure a distribution of quality board and care, adult day care facilities and single room occupancies.

Objective Fourteen: To avoid or mitigate hardships imposed by displacement.

RECREATION AND OPEN SPACE

Objective Two: Develop and maintain a diversified and balanced citywide system of high quality public open space.

- Policy Two - Preserve existing public open space.
- Policy Three - Preserve sunlight in public open spaces.
- Policy Four - Gradually eliminate non-recreational uses in parks and playground and reduce automobile traffic in and around public open spaces.
- Policy Six - Make open spaces accessible to people with special needs.
- Policy Seven - Acquire additional open space for public use.

Objective Four: Provide opportunities for recreation and the enjoyment of open space in every San Francisco neighborhood.

- Policy One - Make better use of existing facilities.
- Policy Two - Maximize joint use of other properties and facilities.
- Policy Three - Renovate and renew the City's parks and recreation facilities.
- Policy Four - Acquire and develop new public open space in existing residential neighborhoods, giving priority to areas which are most deficient in open space.
- Policy Five - Require private usable outdoor open space in new residential development.
- Policy Six - Assure the provision of adequate public open space to serve new residential development.
- Policy Seven - Provide open space to serve neighborhood commercial districts.

TRANSPORTATION ELEMENT

General

Objective One: Meet the needs of all residents and visitors for safe, convenient and inexpensive travel within San Francisco and between the City and other parts of the region.

- Policy One - Involve citizens in planning and developing transportation facilities and services, and in further defining objectives and policies as they relate to district plans and specific projects.
- Policy Two - Give priority to public transit as the means of meeting San Francisco's transportation needs, particularly those of commuters.
- Policy Four - Ensure choices among modes of travel and give priority to each mode when and where it is most appropriate.
- Policy Five - Assure expanded mobility for the disadvantaged.

Objective Two:

- Policy Two - Use transportation improvements in the city as catalysts for desirable development, and coordinate new facilities with public and private development.
- Policy Three - Reduce pollution and noise.
- Policy Four - Design and locate facilities to preserve the natural landscape and to protect views.
- Policy Five - Organize the transportation system to reinforce community identity, improve linkages among interrelated activities and provide focus for community activities.
- Policy Six - Provide incentives for the use of transit, carpools and vanpools, and reduce the need for new or expanded automobile and automobile parking facilities.

Pedestrian Circulation

Objective Seven: Provide safe and pleasant space for pedestrians.

- Policy One - Widen sidewalks where intensive commercial, recreational, or institutional activity is present and where residential densities are high.
- Policy Two - Retain streets not required for traffic for pedestrian circulation, open space use, and density controls.
- Policy Three - Ensure convenient and safe pedestrian crossings.
- Policy Four - Partially or wholly close certain streets not required as traffic carriers for pedestrian use or open space.

Bicycles

Objective Eight: Provide for the safe and convenient use of the bicycle as a means of transportation and recreation.

Parking

Objective Ten: Ensure that the provision of new or enlarged parking facilities does not adversely affect the livability and desirability of the city and its various neighborhoods.

Policy Two - Discourage the proliferation of surface parking as an interim land use, particularly where sound residential, commercial or industrial buildings would be demolished pending other development.

URBAN DESIGN

Objective One: Emphasis of the characteristic pattern which gives to the city and its neighborhoods an image, a sense of purpose, and a means of orientation.

- Policy Three - Recognize that buildings, when seen together, produce a total effect that characterizes the city and its districts.
- Policy Five - Emphasize the special nature of each district through distinctive landscaping and other features.
- Policy Six - Make centers of activity more prominent through design of street features and by other means.
- Policy Seven - Recognize the natural boundaries of districts, and promote connections between districts.

Objective 2: Conservation of resources which provide a sense of nature, continuity with the past, and freedom from overcrowding.

- Policy Four - Preserve notable landmarks and areas of historic, architectural or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.
- Policy Five - Use care in remodeling of older buildings, in order to enhance rather than weaken the original character of such buildings.
- Policy Six - Respect the character of older development nearby in the design of new buildings.

Major New Development

Objective Three: Moderation of major new development to complement the city pattern, the resources to be conserved, and the neighborhood environment.

- Policy One - Promote harmony in the visual relationships and transitions between new and older buildings.
- Policy Two - Avoid extreme contrasts in color, shape and other characteristics which will cause new buildings to stand out in excess of their public importance.
- Policy Three - Promote efforts to achieve high quality of design for buildings to be constructed at prominent locations.
- Policy Four - Promote building forms that will respect and improve the integrity of open spaces and other public areas.

Policy Five - Relate the height of buildings to important attributes of the city pattern and to the height and character of existing development.

Policy Six - Relate the bulk of buildings to the prevailing scale of development to avoid an overwhelming or dominating appearance in new construction.

Policy Seven - Recognize the special urban design problems posed in development of large properties.

Policy Eight - Discourage accumulation and development of large properties, unless such development is carefully designed with respect to its impact upon

Neighborhood Environment

Objective 4: Improvement of the neighborhood environment to increase personal safety, comfort, pride and opportunity.

Policy One - Protect residential areas from the noise, pollution and physical danger of excessive traffic.

Policy Two - Provide buffering for residential properties when heavy traffic cannot be avoided.

Policy Three - Provide adequate lighting in public areas.

Policy Four - Design walkways and parking facilities to minimize danger to pedestrians.

Policy Seven - Encourage and assist in voluntary programs for neighborhood improvement.

Policy Ten - Encourage or require the provision of recreation space in private development.

Policy Eleven - Make use of street space and other unused public areas for recreation.

Policy Twelve - Install, promote and maintain landscaping in public and private areas.

Policy Thirteen- Improve pedestrian areas by providing human scale and interest.

Policy Fourteen- Remove and obscure distracting and cluttering elements.

Policy Fifteen - Protect the livability and character of residential properties from the intrusion of incompatible new buildings.

ENVIRONMENTAL PROTECTION ELEMENT

Objective 10: Minimize the impact of noise on affected areas.

Policy One - Promote site planning, building orientation and design, and interior layout that will lessen noise intrusion.

Objective Eleven: Promote land uses that are compatible with various transportation noise levels.

Objective Thirteen: Enhance the energy efficiency of housing in San Francisco.

Objective Fourteen: Promote effective energy management practices to maintain the economic vitality of commerce and industry.

COMMUNITY SAFETY ELEMENT

Objective 2: Preserve, consistent with life safety considerations, the architectural character of buildings and structures important to the unique visual image of San Francisco.

Policy One - Retain the architectural design character of buildings and structures in the renovation work required for abatement of hazards to life safety.

ARTS ELEMENT

Goal I: Support and Nurture the Arts through City Leadership

Objective A: Recognize the arts as necessary to the quality of life for all segments of San Francisco

- Policy 4 - Provide access to the creative process and cultural resources for all neighborhoods, cultural communities, and segments of the city and its populations.

Objective B: Increase the contribution of the arts to the economy of San Francisco.

- Policy 1 - Encourage and promote opportunities for the arts and artists to contribute to the economic development of San Francisco.

Goal II: Recognize and sustain the diversity of the cultural expressions of art in San Francisco

Objective B: Support arts and cultural programs which address the needs of diverse populations.

- Policy 1 - Identify and address the needs of arts programs and facilities for all segments of San Francisco.
- Policy 3 - Continue to increase City support for organizations and developing institutions which reflect the diverse cultural traditions of the San Francisco population.

Goal III Recognize and support individual artists and arts organizations, a combination that is vital to a thriving arts environment

Objective A: Enhance the contribution of artists to the creative life and vitality of San Francisco.

- Policy 3 - Protect and assist in the creation of artists' live/work spaces.
- Policy 5 - Include the participation of artists in City capital improvements and public works projects which do not fall under current Percent for Art programs.

Goal V: Increase funding support for the Arts in San Francisco

Objective A: Insure that City funding supports the delivery of services to the broadest possible spectrum of the community.

- Policy 1 - Provide the greatest possible public input into considerations regarding arts funding.

Goal VI: Enhance, develop, and protect the physical environment of the arts in San Francisco.

Objective A: Support the continued development and preservation of artists' and arts organizations' spaces.

- Policy 1 - Review, revise and coordinate city permit policies and codes to better meet the needs of the arts.
- Policy 4 - Preserve existing performing spaces in San Francisco.
- Policy 8 - Include arts spaces in new public construction when appropriate.
- Policy 9 - Create opportunities for private developers to include arts spaces in private developments city-wide.
- Policy 10 - Assist artists and arts organizations in attaining ownership or long-term control of arts spaces.
- Policy 11 - Identify, recognize, and support existing arts clusters and, wherever possible, encourage the development of clusters of arts facilities and arts related businesses throughout the city.

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